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Part two: biennial programme plan

Programme 22
Humanitarian assistance

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Overall orientation

22.1 The overall purpose of the programme is to ensure the timely, coherent and coordinated response of the international community to disasters and emergencies and to facilitate the smooth transition from emergency relief to rehabilitation and development. The legislative authority and mandate for the programme are derived from General Assembly resolution 46/182, in which the Assembly reaffirmed the guiding principles of humanitarian assistance and reinforced earlier decisions and resolutions adopted by it and the Economic and Social Council concerning humanitarian assistance and the leadership role of the Secretary-General in responding to natural disasters and other humanitarian emergencies. This mandate has further been confirmed and broadened through Assembly, Economic and Social Council and Security Council resolutions. The Office for the Coordination of Humanitarian Affairs is responsible for the implementation of the programme and the achievement of its objectives, in line with ongoing efforts to ensure greater predictability, accountability and partnership in humanitarian response.

22.2 The strategy for implementing the programme is based on the need for the development and promotion of a common policy on humanitarian issues for the United Nations system and its partners; the mobilization and coordination of assistance in humanitarian emergencies; the development and mobilization of United Nations capacity to expedite the provision of international humanitarian assistance; the promotion of disaster risk reduction; advocacy of humanitarian issues; and the availability of timely information on emergencies and natural disasters to facilitate global humanitarian assistance. The principal responsibility for implementation of disaster risk reduction activities resides with the inter-agency secretariat of the International Strategy for Disaster Reduction. The Office for the Coordination of Humanitarian Affairs works closely with the United Nations Development Group and other members of the United Nations system to facilitate a smooth transition from relief to rehabilitation and development. The Office for the Coordination of Humanitarian Affairs also advocates for and contributes to stronger preparedness for a more timely response to emergencies through regional cooperation.

22.3 To accomplish its mission, the Office for the Coordination of Humanitarian Affairs is committed to working towards the goal of gender equality. The Office has developed a policy on gender equality which it will implement through its Gender Action Plan. Tools such as the gender toolkit and the Inter-Agency Standing Committee Gender Handbook in Humanitarian Action provide practical information on gender as a cross-cutting issue in the clusters that aims to ensure that women, girls, boys and men have access to and benefit from humanitarian protection and assistance efforts.

Subprogramme 1
Policy and analysis

Objective of the Organization: to ensure strategic and operational coherence of humanitarian response through the development of a structured policy and guidance framework

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Improved coordination within the United Nations system in response to disasters and emergencies	(a) The number of agreements adopted by the Inter-Agency Standing Committee on appropriate standards to improve coordination mechanisms and structures at Headquarters and in the field
(b) Improved planning, monitoring and accountability during disasters and emergency situations, including the transitional phase from relief to development	(b) The number of inter-agency evaluation recommendations implemented by humanitarian agencies
(c) Improved capacity and policy responses by United Nations humanitarian coordinators for the protection of civilians	(c) The number of resident coordinators/ humanitarian coordinators trained in the application of guidelines on the protection of civilians

Strategy

22.4 Substantive responsibility for the subprogramme is vested in the Policy Development and Studies Branch in New York.

22.5 The Branch will continue to develop a humanitarian policy that identifies emerging humanitarian trends and changes in the humanitarian environment in order to build harmonized policy positions among humanitarian agencies based on international humanitarian law, guiding principles as contained in the annex to resolution 46/182, and human rights.

22.6 The Branch will foster strategic and operational coherence through the continued development of a structured policy and guidance framework for use by humanitarian coordinators, Office for the Coordination of Humanitarian Affairs field offices and the broader humanitarian system. The Branch will also lead the development of inter-agency policies, guidance and analytical tools, including the development of a common framework for needs assessment. It will develop aides-memoires and diagnostic tools for political actors, such as Member States and peacekeepers, to use during crisis management so as to help ensure consideration of key humanitarian concerns. In addition, it will contribute to the development of training programmes and standard operating procedures to ensure that staff and other actors in emergencies are aware of key humanitarian policies, methodologies and processes and are able to apply them flexibly and appropriately in varied contexts. The Branch will help identify best practice and innovative concepts that should be disseminated widely to inform and guide policy, operational decisions and crisis management.

22.7 Moreover, the Office for the Coordination of Humanitarian Affairs will support and promote the efforts of Governments of affected countries, upon their request, and those of other agencies, with the approval of the Government concerned, to assist and protect internally displaced persons. Support will be given to the establishment of effective planning capacity for the management of the transition from relief to reconstruction and development. In addition, efforts will be made to ensure that lessons learned from past experience are applied to the strengthening of future humanitarian assistance activities. The secretariat of the Inter-Agency Standing Committee will provide support to the Committee in its efforts to ensure a well-coordinated international response to humanitarian crises and should conduct regular briefings with Member States on its activities.

Subprogramme 2
Coordination of humanitarian action and emergency response

Objective of the Organization: to ensure a coherent, equitably supported and timely humanitarian response to alleviate human suffering in natural disaster and complex emergencies

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Provision of timely and coordinated support to all United Nations operational agencies engaged in the response to humanitarian emergencies	(a) The number of new emergencies in which coordination staff is deployed within five days
(b) Increased availability of extrabudgetary resources for humanitarian activities	(b) (i) Increased ratio of contributions received from donors to requirements identified in the consolidated appeals process (ii) Increased ratio of unearmarked contributions received from donors improving the flexibility of funding (iii) Increased ratio of donor contributions against priorities per sector/cluster and disaster (iv) Increased number of non-traditional donors including the private sector
(c) Progress in mainstreaming a gender perspective in strategies for emergency response	(c) Increased percentage of instances where the needs of women and children are effectively addressed through common humanitarian action plans
(d) Humanitarian actions by the United Nations system are properly coordinated and integrated with political, security and peacekeeping initiatives	(d) (i) The number of political, security and peacekeeping initiatives that take into account humanitarian perspectives, in particular those contained in the Secretary-General's note of guidance on integrated missions dated 9 February 2006

		(ii) The number of up-to-date United Nations country team contingency plans
(e) Timely and coordinated use of the Central Emergency Response Fund (CERF) in countries with new and protracted emergencies	(e)	(i) The average amount of CERF funding received and available for disbursement to humanitarian crises
		(ii) The prompt availability of CERF funds in the field office for an emergency crisis
		(iii) Agreed priority needs and programmes funded through CERF in a timely manner

Strategy

22.8 Substantive responsibility for the subprogramme is vested in the Coordination and Response Division in New York and the External Relations and Support Mobilization Branch in Geneva.

22.9 The Coordination and Response Division will provide advice to the Emergency Relief Coordinator on all aspects of operational decision-making in response to humanitarian emergencies through its link to resident and humanitarian coordinators and Office for the Coordination of Humanitarian Affairs field coordination units worldwide; mobilize, coordinate and facilitate international humanitarian assistance; in collaboration with the Emergency Preparedness Section and the Inter-Agency Standing Committee, enhance preparedness in countries at risk for crisis, identified through the Office for the Coordination of Humanitarian Affairs Global Focus Model, through support to country teams in contingency planning; lead or participate in inter-agency and interdepartmental assessment missions and offer the United Nations system information and advice on a timely basis with respect to humanitarian assistance activities, in strict conformity with the guiding principles, as contained in the annex to resolution 46/182.

22.10 The Division will be actively involved in creating more predictable humanitarian finances to enable a prompt response to new or rapidly deteriorating crises, in particular through the Central Emergency Response Fund. The Coordination and Response Division in collaboration with the Central Emergency Response Fund secretariat will ensure the appropriate application of the Fund guidelines and timely responses by the Emergency Response Coordinator.

22.11 The External Relations and Support Mobilization Branch will aim to consolidate sustainable partnerships in support of mobilizing resources for humanitarian operations and advocate for equitable humanitarian funding. The Branch will continue to support the engagement of the Office for the Coordination of Humanitarian Affairs with United Nations agencies, the Red Cross and Red Crescent movement, non-governmental organizations, Member States, regional parliamentarians, the private sector and the media in support of humanitarian response. The Branch will work with the Office for the Coordination of Humanitarian Affairs colleagues in identifying and disseminating key advocacy messages and further strengthening existing partnerships with States members of the Group of 77, the Organization of the Islamic Conference and the Gulf Cooperation

Council. In addition, the Office for the Coordination of Humanitarian Affairs will further support public-private collaboration, initiated through the World Economic Forum-Office for the Coordination of Humanitarian Affairs Guiding Principles for Public-Private Collaboration in Humanitarian Action adopted in 2007. The creation of strategic alliances with donors is also essential; the Branch will facilitate outreach activities in support of effective and principled humanitarian action at the regional and country levels of key concern to the Office for the Coordination of Humanitarian Affairs. The Branch will engage in regular dialogue with Geneva-based mission representatives through day-to-day interaction and also through formal forums such as the Office for the Coordination of Humanitarian Affairs Donor Support Group and Member States' briefings on new or ongoing emergencies. Field-based support will be provided through day-to-day dialogue and monitoring of humanitarian action/strategies and addressed at the Geneva level with donors and United Nations and non-United Nations agencies through thematic or disaster-specific working groups/high-level forums. In addition, the Branch will organize and participate in briefings to the European Union and European institutions through the efforts of the Office for the Coordination of Humanitarian Affairs Liaison Officer in the United Nations Office in Brussels. To ensure effective response to natural disasters and complex emergencies, flexibility of funding and timeliness are essential. Improving flexibility and timeliness requires greater donor coherence and effort to honour pledges quickly. The Branch will work closely with other Office for the Coordination of Humanitarian Affairs Branches/Sections, partners and forums, such as the Good Humanitarian Donorship initiative, in support of improving humanitarian financing though the development of standards, systematic and efficient mechanisms for implementation and monitoring of funding support in emergencies. Strategic planning is supported by common humanitarian action plans in the form of flash appeals and through the consolidated appeals process. To ensure relevance and effectiveness, the Branch will continue to build on lessons learned to improve the consolidated appeals process and flash appeals in support of a systematic, structured and well-managed humanitarian response system. Access to timely and accurate information is critical in supporting assessment of needs and monitoring of impact. The Branch will continue to support and make efforts to improve information management tools and guidelines that support a robust humanitarian resource mobilization mechanism.

22.12 Finally, the Office for the Coordination of Humanitarian Affairs will lead the way towards improved coordination structures at the country, regional and international levels, as part of the humanitarian reform agenda; ensure that all capacity-building efforts for resident and humanitarian coordinators include policy and guidance on their role in leading in-country efforts to apply the principles and the modalities of the cluster approach; ensure that all of its field staff and headquarters support staff have the relevant knowledge needed to support clusters at the field level; and advocate, with the Inter-Agency Standing Committee and the cluster leads, the appropriate and most efficient implementation of the cluster approach.

Subprogramme 3
Natural disaster reduction

Objective of the Organization: to provide leadership and build partnerships in reducing vulnerability to natural hazards and ensure effective international support to reduce the impact of disasters

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Increased national capacities for reducing disaster risk	(a) (i) Increased number of development frameworks and policies adopted at the national level that include elements of disaster risk assessment
	(ii) Increased number of countries adopting national programmes to implement disaster risk reduction strategies
(b) Increased awareness and commitment to implementing the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters	(b) (i) Increased number of countries, regional and international organizations and other stakeholders reporting on progress in the implementation of the Hyogo Framework for Action
	(ii) The number of national, regional and thematic coordination mechanisms and platforms established
	(iii) The number of countries with effective and functioning national coordination mechanisms in place
(c) Increased national capacities for post-disaster recovery planning at all levels	(c) (i) Increased number of knowledge products (tools, methodologies, case studies, training curricula) produced by national Governments and other relevant stakeholders
	(ii) Increased number of countries incorporating disaster-reduction measures into post-disaster recovery operations
(d) Increased level of donor support for disaster reduction and recovery programmes and projects	(d) The global number of disaster risk reduction activities financed by all relevant stakeholders

Strategy

22.13 Substantive responsibility for the subprogramme is vested in the International Strategy for Disaster Reduction and its secretariat, as the focal point for disaster risk reduction within the United Nations system.

22.14 The World Conference on Disaster Reduction adopted the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters (see A/CONF.206/6 and Corr.1), setting out strategic goals, priorities of action and implementation and follow-up activities within the International Strategy for Disaster Reduction system. The focus of the subprogramme is to meet the expected outcome of the Hyogo Framework for Action, following a twofold strategy to achieve its objective concurrent with the focus of activities undertaken with the two participating organizations, namely, the secretariat of the International Strategy for Disaster Reduction and the United Nations Development Programme (UNDP).

22.15 The International Strategy for Disaster Reduction secretariat will continue to act as a facilitating and coordination body on disaster risk reduction in respect of policy development, advocacy, strategic information and knowledge management, regional support and resource mobilization. In addition, it will provide substantive support on disaster risk reduction to the Secretary-General and to agencies of the United Nations system and their governing bodies; and will ensure and support coordination and coherent action among International Strategy for Disaster Reduction system partners to facilitate the implementation of the Hyogo Framework for Action at all levels. These efforts will include the provision of support to the guidance and coordination mechanisms of the International Strategy for Disaster Reduction system and the Global Platform for Disaster Risk Reduction and will also include reinforcing the resource mobilization capacities to raise funds for disaster risk reduction in general, for its work and for that of International Strategy for Disaster Reduction system partners at all levels. The PreventionWeb will be further developed as a global disaster risk reduction information platform for all stakeholders. The International Strategy for Disaster Reduction secretariat will also strengthen its work at regional level, for enhanced regional collaboration and effectiveness in supporting Governments. Finally, it will increase its efforts to promote cooperation among international organizations and networks towards developing consistent data collection and assessment on natural hazards, vulnerabilities and risks, on disaster impacts, and on progress made in implementing the Hyogo Framework for Action, and will publish regular reports.

22.16 Through its network of country offices, UNDP will continue to support the development and implementation of disaster risk reduction programmes and projects at the regional and national levels. A major thrust of UNDP work will be devoted to the production of tools for mainstreaming disaster risk reduction in development and recovery planning in order to empower other partners to reduce disaster risk. These tools are supported by a capacity enhancement effort started in 2006 to put in place national advisers in high-risk countries. The Capacity for Disaster Reduction Initiative (CADRI), hosted by the International Strategy for Disaster Reduction secretariat and jointly coordinated and supported by UNDP, the Office for the Coordination of Humanitarian Affairs and the International Strategy for Disaster Reduction secretariat, will enhance the capacities of the United Nations system and national authorities to implement the Hyogo Framework for Action. Capacity-building support will include risk analysis and monitoring; policy and programme formulation, implementation and evaluation; advocacy and resource mobilization; and training and learning for human resource development.

Subprogramme 4
Emergency support services

Objective of the Organization: to expedite international humanitarian assistance to victims of emergencies and natural disasters, including environmental disasters and technological accidents

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Prompt mobilization of international emergency response mechanisms and tools to facilitate international humanitarian assistance to victims of disasters and emergencies, including the identification of resource requirements and timely dissemination of information	(a) International assistance and resources are provided to the affected country within 48 hours following its request for international assistance
(b) Enhanced capacity and preparedness of national and international emergency/disaster management networks and partnerships in order to respond to disasters and emergencies	(b) Increased number of national and international partnerships and networks that can respond effectively to disasters and emergencies

Strategy

22.17 Substantive responsibility for the subprogramme is vested in the Emergency Services Branch in Geneva.

22.18 Support will be provided to disaster-affected countries through the strengthening of mechanisms for emergency response; the promotion of the membership of developing and disaster-prone countries in emergency response networks; the development and strengthening of the response capacities of the Office for the Coordination of Humanitarian Affairs; and the improvement of mechanisms, instruments and procedures for the mobilization and coordination of international assistance in case of natural disasters and complex emergencies. In addition, support will be provided through the increased involvement of potential recipient and donor countries, using a regional approach, as well as United Nations agencies, in relevant activities, including training and exercise programmes and capacity-building for response preparedness.

22.19 Emphasis will be placed on ensuring the timely dissemination of information on the situation in countries affected by emergencies and disasters, including the identification of resource requirements, to humanitarian and other partners; activating emergency and disaster-response tools to reduce the impact of emergencies and disasters; expanding the United Nations Disaster Assessment and Coordination team in different regions; standardizing operational procedures for international urban search and rescue teams; further developing a comprehensive network of partners, comprising Governments, United Nations agencies, intergovernmental and non-governmental organizations and corporate actors; and strengthening national and regional civil-military and military-military coordination for more efficient and coherent support to international humanitarian relief operations, inter alia, through the United Nations civil/military coordination training programme. Emphasis will also be placed on increasing the extent to which acute environmental impacts of disasters are identified and addressed during the response

phase as well as strengthening coordination in the field of humanitarian logistics through expanded cooperation with relevant partners.

Subprogramme 5
Humanitarian emergency information and advocacy

Objective of the Organization: to ensure effective advocacy of humanitarian principles on behalf of populations affected by disasters and emergencies and strengthen systems for the provision of timely, analytical and reliable information in support of humanitarian decision-making and response

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Enhanced awareness of and regard for humanitarian principles and concerns	(a) Increased media coverage that refers to humanitarian principles and actions
(b) Strengthened information management based on common standards and practices	(b) Increased number of partnerships with members of the humanitarian community for information-sharing, coordination and standardization

Strategy

22.20 Substantive responsibility for the subprogramme rests with the Advocacy and Information Management Branch.

22.21 The Branch will continue to support the Emergency Relief Coordinator and the humanitarian community in advocacy aimed at encouraging Member States and parties to conflict to put humanitarian principles into practice and through advocacy centred around international humanitarian law, the protection of civilians in armed conflict and the safety and security of aid workers. Sustained efforts will continue to be made on advocacy aimed at maintaining the distinction between civilians and combatants, and ending impunity for those who commit attacks on civilians, including aid workers. Further, Member States and parties to conflict will continue to be encouraged to do more to preserve humanitarian space and humanitarian access, through assisting and supporting humanitarian coordinators and United Nations country teams on the ground in developing and implementing humanitarian advocacy strategies and action plans.

22.22 The Branch will also seek to better develop strategies to highlight forgotten emergencies and natural disasters, especially through agreed-upon key messages targeting national and international media that utilize its web platform (OCHA-Online), and by advocating jointly or independently with non-governmental organizations, civil society groups and academic institutions to highlight humanitarian crises. The Branch will also provide services — including press releases, media alerts, interviews and public briefings, op-eds, crisis communication and advocacy strategy design — designed to amplify country-specific strategies and messages, thereby strengthening the overall humanitarian advocacy of the Office for the Coordination of Humanitarian Affairs.

22.23 Another vital aspect of the subprogramme entails providing timely and reliable information on unfolding emergencies and natural disasters in order to

inform decision-making and support humanitarian action on the ground. The Branch will further strengthen the systems for collection, analysis, dissemination and sharing of humanitarian information through expanded networks, coverage and reach. This includes updating and improving its principal websites, namely, OCHA-Online and ReliefWeb, as well as the Integrated Regional Information Networks, its independent field-based humanitarian news service. Partnerships with other members of the humanitarian community for information-sharing, coordination and standardization will be further enhanced. The Branch will also seek to help establish common standards and practices for humanitarian information management, ultimately working towards establishing a knowledge base for the humanitarian community.

Legislative mandates

Programme 22
Humanitarian assistance

General Assembly resolutions

46/182	Strengthening of the coordination of humanitarian emergency assistance of the United Nations
47/120 A and B	An Agenda for Peace: preventive diplomacy and related matters
52/12	Renewing the United Nations: a programme for reform
60/1	2005 World Summit Outcome
62/94	Strengthening of the coordination of emergency humanitarian assistance of the United Nations
62/95	Safety and security of humanitarian personnel and protection of United Nations personnel
62/208	Triennial comprehensive policy review of operational activities for development of the United Nations system

Economic and Social Council resolutions

1999/1	Special economic, humanitarian and disaster relief assistance
2007/3	Strengthening of the coordination of emergency humanitarian assistance of the United Nations

Security Council resolutions

1738 (2006)	Protection of civilians in armed conflict
1778 (2007)	Establishment of the United Nations Mission in the Central African Republic and Chad
1794 (2007)	Extension of the mandate and capacity of the United Nations Organization Mission in the Democratic Republic of the Congo

Subprogramme 1
Policy and analysis

General Assembly resolutions

56/89	Scope of legal protection under the Convention on the Safety of United Nations and Associated Personnel
61/117	Applicability of the Geneva Convention relative to the Protection of Civilian Persons in Time of War, of 12 August 1949, to the Occupied Palestinian Territory, including East Jerusalem, and other occupied Arab territories
61/138	New international humanitarian order
61/220	Participation of volunteers, "White Helmets", in the activities of the United Nations in the field of humanitarian relief, rehabilitation and technical cooperation for development
62/125	Assistance to refugees, returnees and displaced persons in Africa
62/134	Eliminating rape and other forms of sexual violence in all their manifestations, including in conflict and related situations
62/153	Protection of and assistance to internally displaced persons

Security Council resolution

1776 (2007)	Extension of the authorization of the International Security Assistance Force in Afghanistan

Subprogramme 2
Coordination of humanitarian action and emergency response

General Assembly resolutions

56/112	Emergency assistance to the Sudan
57/103	Emergency international assistance for peace, normalcy and rehabilitation in Tajikistan
57/148	Humanitarian assistance to the Federal Republic of Yugoslavia
58/24	Emergency humanitarian assistance to Ethiopia
58/26	Emergency humanitarian assistance to Malawi
59/137	Assistance to survivors of the 1994 genocide in Rwanda, particularly orphans, widows and victims of sexual violence
59/214	Assistance to Mozambique
59/215	Humanitarian and special economic assistance to Serbia and Montenegro
59/216	International assistance for the economic rehabilitation of Angola

59/219	Assistance for the rehabilitation and reconstruction of Liberia
60/216	International cooperation and coordination for the human and ecological rehabilitation and economic development of the Semipalatinsk region of Kazakhstan
60/217	Economic assistance for the reconstruction and development of Djibouti
60/218	Humanitarian assistance and rehabilitation for Ethiopia
60/219	Assistance for humanitarian relief and the economic and social rehabilitation of Somalia
61/138	New international humanitarian order
61/218	Humanitarian assistance and reconstruction of Liberia
61/219	International assistance for the economic rehabilitation of Angola
62/6	The situation in Afghanistan
62/9	Strengthening of international cooperation and coordination of efforts to study, mitigate and minimize the consequences of the Chernobyl disaster
62/92	International cooperation on humanitarian assistance in the field of natural disasters, from relief to development
62/93	Assistance to the Palestinian people
62/125	Assistance to refugees, returnees and displaced persons in Africa

Security Council resolutions

1779 (2007)	Extension of the mandate of the United Nations Panel of Experts established pursuant to Security Council resolution 1591 (2005) and extended by resolutions 1651 (2005), 1665 (2006) and 1713 (2006) to monitor implementation of the measures in Darfur
1784 (2007)	Extension of the mandate of the United Nations Mission in the Sudan

Subprogramme 3
Natural disaster reduction

General Assembly resolutions

54/219	International Decade for Natural Disaster Reduction: successor arrangements
59/232	International cooperation to reduce the impact of the El Niño phenomenon
61/200	Natural disasters and vulnerability

62/91	**Strengthening emergency relief, rehabilitation, reconstruction and prevention in the aftermath of the Indian Ocean tsunami disaster**
62/92	**International cooperation on humanitarian assistance in the field of natural disasters, from relief to development**
62/192	**International Strategy for Disaster Reduction**

Subprogramme 4
Emergency support services

General Assembly resolutions

56/99	**Emergency response to disasters**
60/13	**Strengthening emergency relief, rehabilitation, reconstruction and prevention in Pakistan in the aftermath of the South Asian earthquake disaster**
60/220	**Humanitarian assistance and rehabilitation for El Salvador and Guatemala**
62/9	**Strengthening of international cooperation and coordination of efforts to study, mitigate and minimize the consequences of the Chernobyl disaster**
62/91	**Strengthening emergency relief, rehabilitation, reconstruction and prevention in the aftermath of the Indian Ocean tsunami disaster**
62/92	**International cooperation on humanitarian assistance in the field of natural disasters, from relief to development**

Subprogramme 5
Humanitarian emergency information and advocacy

General Assembly resolution

62/91	**Strengthening emergency relief, rehabilitation, reconstruction and prevention in the aftermath of the Indian Ocean tsunami disaster**